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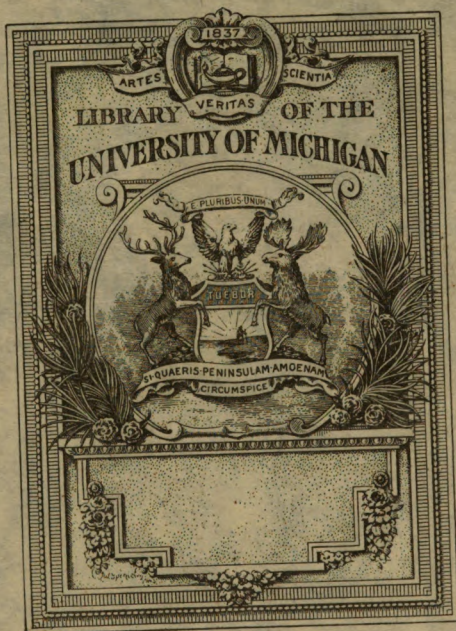
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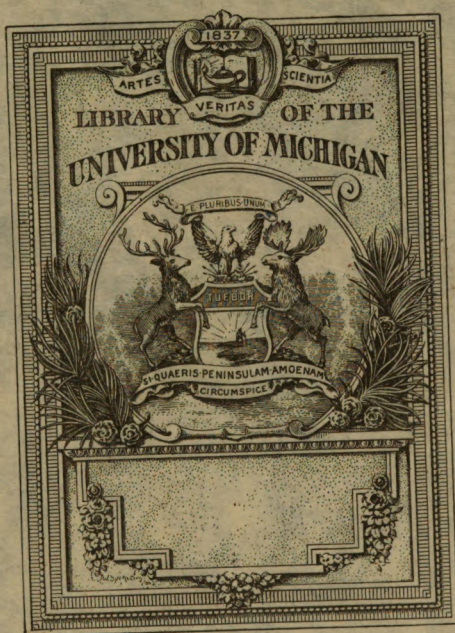
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THE
INAUGURAL ADDRESS
OF
NATHANIEL B. SHURTLEFF,
MAYOR OF BOSTON,
TO
THE CITY COUNCIL,
January 4, 1869.



BOSTON:
ALFRED MUDGE & SON, CITY PRINTERS, 34 SCHOOL STREET.
1869.

CITY OF BOSTON.

In Common Council, Jan. 4, 1869.

Ordered, That His Honor, the Mayor, be requested to furnish a copy of his Address, that the same may be printed. .

Sent up for concurrence.

Attest:

W. P. GREGG, *Clerk of Common Council.*

In Board of Aldermen, Jan. 11, 1869.

Concurred.

BENJAMIN JAMES, *Chairman.*

CONTENTS.

	Page.
ADDRESS	1
Responsibilities and Duties	1
Economical and Judicious Expenditures	3
Improvement and Progress	3
Objects of Sympathy	4
Revival of Business	4
Annexation	6
Bureaus	7
REVIEW OF DEPARTMENTS	7
<i>Finances</i>	8
Debt	8
Means of Redemption of Debt	9
Objects of Loans	10
Cause of Increase of Debt	12
<i>Assessors' Department</i>	13
Legal Decision	13
New Laws	14
Abatement of Taxes	17
Amount Raised and Rate of Taxation	17
Valuation of the City	18
<i>Public Lands</i>	20
<i>Water Works</i>	21
Supply of Water	21
Chestnut Hill Reservoir	22
Introduction of Water into the Highlands	23
<i>Police</i>	24
Character of the Department	24

	Page.
<i>Police, continued.</i>	
The Present Force	25
Necessity for Another District in the Highlands	26
Steam Tug Needed	26
Better Telegraphic Arrangements Required	27
Statistics of Department	27
<i>Public Health</i>	28
Health of the City	28
Tenement Building Law	28
Drinking Hydrants and Sewers	29
Necessity for Remodelling the Department	29
Recommendation of Bureau of Health	30
Force of the Department	30
<i>Public Schools</i>	31
School Districts and Statistics	31
New School-houses	32
Schools for Licensed Minors	32
Evening Schools for Adults	33
<i>Public Library</i>	33
Its Progress	33
Requirements	34
Decease of Officers	34
<i>Streets</i>	35
Street Improvements	35
Church Street District	36
Betterments	37
Fort Hill Improvement	37
Oliver Street	38
Hanover Street and Broadway	38
Business of the Department	38
Expected Requirements	39
<i>Paving</i>	39
Statistics	40
Work Performed	40
Stafford Wooden Pavement	41
Naming of Streets	41
Work for the Year	42

CONTENTS.

V

	Page.
<i>Sewers</i>	42
Work Performed	43
Imperfect Drainage in Wards X. and XI.	43
Church Street Drainage	43
Stony Brook Improvement	43
<i>Lamp Department</i>	44
Statistics	45
<i>Fire Department</i>	46
Force of the Department	46
<i>Fire Alarm Telegraph</i>	47
<i>Public Buildings</i>	47
New Buildings Completed	48
Buildings Commenced	48
<i>Public Institutions</i>	50
Deer Island Institutions	50
House of Correction	51
Hospital for the Insane	51
Provision for Inebriates	51
<i>Overseers of the Poor</i>	52
Statistics of Department	52
New Building on Chardon Street	54
Temporary Home on Charles Street	54
Statistics of the Home	55
<i>State Aid</i>	55
<i>City Hospital</i>	56
<i>Church Street District</i>	57
Work Performed	58
Order for Settling Damages	58
Order for Reconveying Estates	58
<i>Suffolk Street District</i>	59
<i>State Legislation</i>	60
<i>Cemeteries</i>	61
Mount Hope Cemetery	62
<i>Harbor</i>	62
Improvement at Lovell's Island	63
Sea Wall at Gallop's Island	64
Sea Walls at Point Allerton	64

	Page
<i>, Harbor, continued.</i>	
Removal of Tower and Corwin Rocks	64
Dredging of the Upper Middle	65
Nuisance near Messinger Street	65
<i>East Boston Ferries</i>	66
Increase of Tolls Demanded by Proprietors	67
Subsidy not Desirable	67
Certain and Cheap Communication Demanded	68
Assumption of Ferries by the City	68
<i>Annexation of Roxbury</i>	69
Prospective Arrangement of Streets in the Highlands	70
CONCLUSION	70

APPENDIX.

REPORT OF COMMITTEE ON THE REDUCTION OF THE CITY DEBT	75
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MAYOR'S ADDRESS:

ADDRESS.

GENTLEMEN OF THE CITY COUNCIL :

IN again entering upon the duties of chief magistrate of my native city, my first impulse is to express, through you to my fellow-citizens, a grateful acknowledgment for the honor conferred upon me by a re-election to office, and my most cordial thanks for the confidence and support that have been given me during the past year, in my intention and endeavor to serve them faithfully and well: And, if a continuance in trust can be construed into an approval of service, I shall most assuredly feel encouraged to a more active and zealous discharge of the great responsibilities which devolve upon the position that I hold in the city government.

Health, peace and general prosperity being eminently within the municipality, the management of whose affairs we have been called upon to administer, and for the purpose of taking charge of which we are now assembled at the commencement of a new year, it becomes us, in receiving the honorable trust of our fellow-citizens, to be sincerely grateful for the continuance of the divine blessings vouchsafed to our

city, and for the great privileges which we have been allowed to possess, in the uninterrupted enjoyment of the great boon of civil and religious liberty that has been transmitted to us unimpaired. The care of a large city having most important interests has been intrusted to us; and it behooves all of us, in entering upon our several duties, never to lose sight of the great trusts that have been committed to our charge. Let us firmly, and with a view to the good of all, rely upon each other in the discharge of every duty that falls to us to perform; and while we look to each other for mutual assistance in all that shall be required of us, let us also profit by the counsel and advice of those who are equally interested with ourselves in the management of the diversified responsibilities, which must necessarily be connected with the government of a city of so large extent as ours. Whatever we shall be called upon to do, let us ever bear in mind, that we are simply repaying to the city that which every good citizen should never fail to acknowledge as a just debt: And as every new year brings with it new objects of care in a city having as many interests as ours, and whose population and capabilities for business are constantly and rapidly increasing, so let us never forget any of these interests, nor ever neglect their nurture and care.

With all the apparent business prosperity of our city, we must not lose sight of the fact that our country is still burdened with heavy taxes, from the oppressive weight of which it cannot be expected to be relieved for many years to come. We must, therefore, while we most sacredly maintain the honor of the city, by preserving all its engagements and fulfilling all its obligations, adhere also to the most rigid economy in the management of its affairs; and, while we most assiduously do all in our power to advance the interests of the city, and promote its business facilities, we must defer entering upon all great enterprises requiring large outlays of money, until the condition of our finances will permit the same being done without inordinately increasing the taxes, and thereby oppressing all classes of our community.

We must not, however, by an attempt to be parsimonious, overstep the bound of prudence, and be so far blinded to the necessities and requirements of a city advancing in business and population, as to refuse all improvements and aids which a judicious regard to the welfare of its citizens may require. Undertakings already commenced should not be impeded in their progress; nor should the city be allowed in any degree to retrograde from its present business position, by withholding anything that can be done in the way of

promoting public improvements of immediate necessity, although judicious expenditures of money may be required for their accomplishment.

While we regard with care the greater objects which require our attention, we must not forget the smaller matters which, perhaps, more imperatively demand our sympathies. We must not in our prosperity forget those who, in the time of our greatest danger, lent us their strength to defend and preserve our liberties. Let not the soldier, broken down by disease and the honorable wounds received in the performance of loyal duty to his country, be an outcast. Let his claims be first; and let not his necessities in the days of his adversity be disregarded, nor his demands for relief be resisted by cold formality and mean and pitiless neglect. The worthy poor must receive their share of care, and their wants must be supplied. We must have in view, also, that those in humble life may have demands which are as worthy of notice as those of the more favored part of the community. The industrious laborer and the honest workman, both have claims which must not be slighted; their needs, as well as their rights, are as imperative as those of any other class in the community, and while the one is supplied the other should not be unacknowledged.

During the past year Boston has much awakened

from its lethargy; and its business, which appeared to be at its lowest condition, has most certainly revived. Public and individual enterprise have received a fresh impulse; and the interests, which a short time ago seemed to be on their wane, have been renewed, and new vigor is discernible throughout the whole city. With its naturally good position, with its large number of capitalists and men of enterprise, and with industrious, ingenious and energetic mechanics and manufacturers, why may not our metropolis outvie all of the great marts of the country? Our facilities for trade, for the receiving of the products of the country and their exportation to foreign lands, and for all kinds of mechanical and manufacturing products, certainly should indicate for us a magnificent future. Much has been done during the past year to afford greater facilities for business; some highways have been opened; others have been widened; and broad avenues have been established. Marginal railways, connecting the back country with our tide-waters, have been constructed, and transportation of freight has already been commenced. Is not a future, of which we may be justly proud, before us? And is it not our duty to do all in our power to aid these great developments, and, by our encouragement and assistance, advance these great interests already so auspiciously commenced?

The experiment of annexation, by which the two ancient municipalities of Boston and Roxbury joined their future prospects together a year ago, has proved eminently successful, and the greatest satisfaction at the results produced has been expressed by the inhabitants of both portions of the now united cities. Other municipalities are now endeavoring to merge themselves together, and swell the extent of our domain by enlarging our borders. Charlestown, for what benefits she can derive from us, promises us a never failing supply of pure water. Our own business men dwelling in Somerville wish to cast their lot with us, and enjoy the good that can emanate from civic rule. We, ourselves, desire a portion of the towns of Dorchester and Brookline, to complete our harbor improvements and system of drainage. In the accomplishment of all these projects, petitions will be before the Legislature of the Commonwealth, and undoubtedly acts will be passed satisfactory to all concerned, by which the annexation of those, which will be for the advantage of our city, will be accomplished. If any action on the part of the City Council is required for the furtherance of these objects, it will become my duty to communicate with you specially in reference thereto. In the mean time, the request of the last City Council will be strictly carried out in accordance with the petitions already forwarded by me.

In my annual address of the past year, the attention of the City Council was called to the propriety of establishing certain bureaus, which would lessen the labors of the members of the two Boards, and give greater permanence to certain departments of the government. When it is brought to mind how arduous the duties of the Board of Aldermen are,—for the Aldermen not only have legislative duties to perform, in connection with the Common Council, but also have to act in the capacity of County Commissioners, Surveyors of Streets, and collectively as a Board of Health,—would it not be well to intrust some of the most important of the onerous duties of the members of the City Council to bureaus, consisting of commissioners appointed for a term of years, who could act under the supervision of appropriate committees of the City Council, and whose acts should have a proper approval? The importance of these bureaus is so great and manifest, that their suggestion alone seems to be necessary at this time; and there can certainly be no better occasion than now to commence measures for establishing suitable bureaus of health, of streets, and for the abatement of taxes, and for appeals.

Custom has made it proper, that I should present to you, in a brief manner, the general condition of the various departments of the government, which for the

year to come will be under your more immediate care ; and, in so doing, I shall on this occasion mainly refer to the more prominent matters relating to each, referring you for a more minute knowledge of each to the several annual reports, which will hereafter be presented by the proper officers to the City Council for your consideration ; and I shall reserve for future and more appropriate occasions, the privilege of communicating to you, in accordance with a provision of the City Charter, such information, and recommending such measures, as may in my judgment tend to the improvement of the finances of the city, as well as of its police, health, security, cleanliness, comfort and ornament.

FINANCES.

The great interest which is always manifested in reference to the finances of the city, and the importance of a general knowledge of their condition to those who have the management of the prudential affairs of our municipality, induces me to lay before you at this time a somewhat more explicit statement of their present state, than would perhaps be expected of me on this occasion.

At the commencement of the last year, I stated to the City Council that the total funded and unfunded debt of the city to the sixth of January, 1868, amounted to

\$13,989,292.24; and that the means then on hand for paying the same, being the "Debt Sinking Fund" in charge of the "Committee on the Reduction of the City Debt," was \$3,986,780.73, leaving a net debt of \$10,002,511.51. The funded and unfunded debt of the city on the fourth of January, 1869, as made up by the Auditor of Accounts, stands as follows: Funded, \$16,516,849.91; unfunded, being loans authorized, but not negotiated, and advances made by the Treasurer on authorized loans, \$2,411,652.84; making the total gross debt on the fourth of January, 1869, to be \$18,928,502.75.

The means on hand for the redemption of the debt are \$5,618,309.75; which leaves the net debt of the city on the fourth of January, 1869, to be \$13,310,193.00, being an increase during the municipal year 1868, of the gross debt of \$4,939,210.51, and of the net debt of \$3,307,681.49; the increase of the means on hand for the redemption of the debt since the statement of the sixth of January, 1868, being \$1,631,529.02. The gross debt is stated above at \$18,928,502.75; being more by \$500,000 than stated in the report of the Committee on the Reduction of the City Debt, made to the City Council at its closing meeting, the loan for the widening of Hanover Street, amounting to that sum, not having been passed until after the report was presented.

The following statement will exhibit the amount and objects of the several loans authorized by the City Government of 1868, viz :

Street Improvements.

Atlantic Avenue, a new street from Rowe's Wharf to Commercial Street, at Fleet Street	\$1,200,000	
Church Street District, raising of Grade	400,000	
Widening of Tremont Street,	500,000	
" Hanover "	500,000	
" Devonshire "	400,000	
" Federal "	250,000	
Opening of Avon Place	115,000	
Raising the grade of Shawmut Avenue and Ruggles Street,	36,000	\$3,401,000 00
Building Chestnut Hill Res- ervoir		790,000 00
Extending Water Works into the Boston Highlands		450,000 00
<i>School-Houses and land for same.</i>		
Grammar School House in Ward 12	\$86,000	
<i>Amounts carried forward,</i>	\$86,000	\$4,641,000 00

1868

<i>Amounts brought forward,</i>	\$86,000	\$4,641,000 00
Grammar School House in Ward 9	86,000	
Lot for a School House for the Girls' High and Nor- mal School on Newton and Pembroke Streets . . .	51,000	
Primary School House in Ward 7	40,000	
Primary School House in Charter Street	28,000	291,000 00
Oliver Street Improvement .		127,167 51
Station House in Ward 15 .		40,000 00
Completing the Chestnut Hill Driveway		35,000 00
Ward Room for Ward 9 and Hose House No. 8 . . .		20,000 00
Hose House No. 3		18,000 00
		<hr/>
		\$5,172,167 51
Deducting amount of Debt paid during the year . . .		232,957 00
		<hr/>
. and there remains the amount of the gross in- crease of the debt as before stated		\$4,939,210 51
		<hr/> <hr/>

The increase it will be seen is principally caused by the improvements commenced and projected for widening, extending, grading, and building streets, from which it is confidently expected that at least two-thirds of the amount of their cost, with the exception of the "Church Street District," will be returned to the Treasury in the way of assessments for betterments to estates increased in value by their completion; which payments will serve to augment the Sinking Fund for the redemption of the loans created to accomplish the work. The city has to bear the whole cost of every street improvement, and wait until it is completed before assessments can be laid on the estates benefited thereby. This necessitates the borrowing for the whole amount required.

The prosecution of the building of the Chestnut Hill Reservoir has involved new loans to the amount of \$790,000. The introduction of the water into the Boston Highlands has increased the debt \$450,000; and the new school-houses, with the land for the same, \$291,000. The new loans which have been negotiated by the Treasurer during the year, amounting to \$2,738,000, have all been taken by the "Committee on the Reduction of the City Debt," and form a part of the "Debt Sinking Fund."

It will be seen that the city debt has been enlarged

the past year, in consequence of carrying on the enterprises of former years and the very great improvements that have been commenced, and in part terminated, last year. It is believed that many of these improvements will not only be advantageous to the business interests of Boston, and to the comfort of our fellow citizens, but will be repaid in a great degree by the increased valuation of the property immediately benefited, and by the returns that will be received in most cases from the betterments which will be assessed under the authority of law.

ASSESSORS' DEPARTMENT.

During the past year the method of assessment of taxes has been conducted for the first time under the new ordinance. This system is materially different from that which had been in use, substantially unchanged, for many years. Thus far the workings have proved highly satisfactory. On this department the government relies for the means of defraying its general expenses. The following facts are of sufficient importance to be presented to your notice.

Legal Decision. — In June last a decision adverse to the city was given in the case alluded to in my address of last year, the point at issue being the right of the city to tax its citizens for capital stock in National Banks

situated outside of the limits of the commonwealth. The court held that the United States Government possessed the right to exclude the several States under the general government from taxing such stock, either wholly or within such limits as Congress may deem material to the efficiency and success of these institutions, on the ground that they are instruments for the performance of functions pertaining to the National Government, and that the tax imposed by the city was not within the limitations prescribed by the laws of the United States.

New Laws.—The Legislature being in session at the time this class of property was thus declared exempt from taxation, passed a law (chap. 349 of 1868) with the intention of taxing a part of this stock that had escaped taxation in this State under the law as construed up to that time; and the assessors and collectors of the several cities and towns where National Banks were located, were directed by the new enactment to levy and collect, as the agents of the commonwealth, and for its benefit, a tax upon the stock in the National Banks situated in Massachusetts held by persons not residing in the State. The provisions of the Acts of Congress contemplate a system of taxation so entirely at variance with that with which our citizens have become familiar, that

it was no easy matter to frame an enactment which, while it should conform to the requirements of the United States law, should not be repugnant with the provisions of our own constitution. The banks, acting for their stockholders, having obtained the opinion of able counsel, claim that the legislature has failed to so far harmonize the two systems as to produce a valid act. The courts will doubtless be called upon to decide the issue thus presented. It is much to be regretted, that Congress should have attempted to compel the several States to tax this important class of property, in accordance with a plan which is probably at variance with the organic law of some of the States, and which must result in complicated laws difficult to be understood or executed. It would seem that these institutions might have been protected from oppressive and discriminating taxation by a provision that they should be taxed in like manner, and to the same extent, as corporations existing by authority of the State imposing the tax. This simple provision, amply protecting the banks, would leave each State free to follow its own system of taxation.

By chapter 206 of the acts of 1865, the fiftieth section of the eleventh chapter of the General Statutes was repealed. This section, originally enacted as chapter 169 of the acts of 1852, gave to the assessors

the power, up to within seven days of an election, of assessing the polls and personal estates of all persons who had been omitted from their books at the time of the annual assessment. The effect of this repeal prevented the assessment of any citizen, subsequent to the time specified by the assessors for the bringing in of lists of polls and estates, with the exception only of those who had within two years served in the army or navy of the United States, for whom especial provision had been made by chapter 68 of the acts of 1865. The time for the bringing in of lists of polls and estates being from May 1st to June 15th, many weeks previous to the posting of the voting lists, practically prevented errors of omission from being supplied, and a citizen not on the list for two consecutive years, under the provisions of the constitution of the State, was disqualified from voting. In view of these facts, the legislature enacted (chapter 211, 1868) that the assessors of the several cities and towns should annually prepare lists of all persons to whom a poll-tax was assessed, and cause them to be publicly posted on or before the first day of July, and upon an application on or before the first day of August, by an omitted person liable to assessment, he should be assessed in season for the election of the current year. Under the provisions of this law 1563 persons, omitted by the assessors, applied

in season to be entered upon the tax-lists of the present financial year.

Abatement of Taxes. — At the present time the abatement of the tax of 1868 represents a valuation equal to $\frac{8.8}{100}$ of one per cent of the whole valuation of the city. That of 1867 at the same period amounted to 1.42, and that of 1866 to 1.27 per cent. This favorable result in the face of the late depressed condition of business affairs, while it may indicate a somewhat careful exercise of their functions on the part of the assessors, is perhaps more directly attributable to the fact that a lower rate of taxation has caused the tax-bills of many of our citizens to be less in amount than those of the preceding year, although the valuation of their estates was increased at their last assessment.

Amount Raised and Rate of Taxation. — The amount raised by taxation for the current financial year was \$5,884,829, of which \$723,140 was raised on account of the Commonwealth (Boston's proportion of a State tax of \$2,000,000), and \$5,161,689 on account of the City and County. The amount raised by the City, exclusive of Roxbury, for the tax of 1867 was \$6,656,311, of which \$1,694,150 was for the State (Boston's proportion of a \$5,000,000 tax), and \$4,962,261 for the expenditures of the City and County. The rate of taxation for 1868 was \$12.30 on each \$1,000. This rate

was computed upon the valuation of the united cities of Boston and Roxbury, and is a decrease of \$3.20 on a thousand from the rate of 1867, which was based upon the valuation of the twelve wards, comprising the City before Roxbury was joined to our municipality. For 1867, the rate of the City of Roxbury (now wards 13, 14 and 15) was \$19.00 on each \$1,000; of the rate of 1868, \$1.51 was on account of the State, and \$10.79 on account of the City and County. Of the rate of 1867, the proportions on account of the State and of the two cities for municipal and county expenditures, were as follows: Boston rate, \$15.50 on each \$1,000; on State account \$3.94, City and County, \$11.56. Roxbury rate, \$19 on each \$1,000; on State account \$4.28, City and County, \$14.72.

Valuation of the City.—The valuation of the City by the Board of Assessors for 1868, was

Real Estate	.	.	.	.	.	\$287,635,800
Personal Estate	.	.	.	.	.	205,937,900
Total	.	.	.	.	.	<u>\$493,573,700</u>

In 1867 the valuation of Boston and Roxbury was

Boston.—	Real Estate,	\$250,587,700	
	Personal Estate,	194,358,400	
	Total	.	\$444,946,100
Roxbury.—	Real Estate,	\$18,265,400	
	Personal Estate,	8,286,300	
	Total	.	<u>\$26,551,700</u>
Total value, real and personal	.		\$471,497,800

The increase of valuation of 1868 over 1867 was 7 per cent on real, and $1\frac{2}{3}$ per cent on personal estate. In this connection it is of interest to note that the portion of the Highlands, which was made a part of our city with a valuation of $26\frac{1}{2}$ millions, stands upon the books of the assessors, the first year after the union of the two cities, at a valuation of $30\frac{1}{2}$ millions of dollars; the real estate valued at \$21,325,400, a gain of over $16\frac{3}{4}$ per cent, and the personal estate at \$9,101,000, a gain of over $9\frac{3}{4}$ per cent. The gain made by the assessors of Roxbury in the valuation of 1867 over that of 1866 was $2\frac{3}{4}$ per cent on the real estate, and $6\frac{3}{4}$ per cent on the personal. It should be stated, however, that without an elaborate analysis of a large part of the work of the assessors, it would be impossible to ascertain definitely the advance made in the valuation of the personal estate of the three southern wards in the last assessment. A large proportion of the percentage of increase is due to the fact that before the annexation of Roxbury a very considerable amount of the personal estate of the inhabitants of that city was assessed in our business wards as the property of non-residents, which in the tax of 1868 was assessed in the wards of the Highlands, where the owners resided. But the gain of $16\frac{3}{4}$ per cent upon the valuation of the real estate, requiring no explanation to prevent its figures

from conveying erroneous conclusions, would seem to show that in addition to a rate of taxation nearly seven dollars on each thousand less than that borne by the inhabitants of this district last year, the certainty of an ample supply of pure water, a comprehensive system of drainage, and the other benefits that may be expected to follow the union of the two cities, have justified this large increase in the value of the real property of this part of the city. This position would seem to be demonstrated by the fact that up to this time but few applications for the abatement of taxes assessed upon the real estate of this district have been made, and that the abatements granted represent but four-tenths of one per cent of the assessed value of this class of property, and the additional fact that a large proportion of this small percentage accrued in the corrections of errors incident to the application for the first time of systems and methods new to that locality.

PUBLIC LANDS.

The sales of lands belonging to the city, and made under the direction of the Joint Committee of the City Council, during the year 1868, have been much larger than the previous year, and were as follows: South of Dover Street, including three lots upon the Back Bay

territory, 207,984 $\frac{2}{100}$ square feet, for the sum of \$240,115.22; at South Boston and East Boston, 49,130 square feet, for the sum of \$27,340; making a total of 297,114 $\frac{2}{100}$ square feet, for \$267,455.22. expenditures of the department for the same time have been \$14,087.49.

The committee have in charge; at the present time, 1,433,856 square feet south of Dover Street, a portion of which is in the Highlands, and 713,875 square feet at South Boston, making a total in charge of 2,147,731 square feet. The city has also, at the south part of the Neck and upon the Back Bay, six reserved lots, containing 141,837 square feet.

WATER WORKS.

One of the most important provisions for the welfare of a city is a sufficient supply of pure water for domestic and mechanical uses; and, as so large a portion of our city is dependent solely on its supply from Lake Cochituate, it becomes our imperative duty to watch with great care our excellent works, and to enlarge and strengthen them from time to time as occasion may require.

During the past year the city has been favored with more than the usual supply of water; that at the lake being nearly two feet higher than it was last year at

the same time. The average consumption of water during the year has been 14,404,066 gallons a day, being an increase over the previous year of 839,066 gallons. Should the same rate of increase in use continue, it will become necessary before long to look for another source of supply. It has been suggested by persons well acquainted with the works, that for the purpose of postponing this necessity, it would be expedient, to make an arrangement, if possible, with the City of Charlestown to furnish the supply required for East Boston, as the amount used in that section of the city would fully compensate for what is needed at present in Wards Thirteen, Fourteen and Fifteen.

Great progress has been made at the Chestnut Hill Reservoir during the past year. The upper basin was completed, and the water let in, on the twenty-sixth of October last, and it is fair to presume that the whole will be finished before the close of another year. As many unforeseen difficulties have arisen in the course of its construction since the last appropriation was asked for, I have reason to believe that a further appropriation of \$350,000 will be required before the same can be completed. This reservoir is a work of great magnitude, and when finished will be of inestimable value for the security it will afford in case of accident to the conduit, and for the purpose of storing the large

amount of water that would otherwise run to waste at the lake in the spring of the year.

The Chestnut Hill Driveway will be completed before next summer. A portion has already been opened to the public, and has become a place of frequent resort for pleasure driving. It is frequently asked, whether it would not be well for the City Council to consider the expediency of purchasing the adjoining land for the purpose of laying out the same, at some future day, as a public park.

The water pipes have been extended during the past year into the Highlands, and water was introduced in that part of the city on October last, six miles of pipe having been laid for the purpose. The season was so late before this work could be completed, that many of the residents of the Highland wards were unable to have the service pipe laid to their houses ; but there are already nearly three hundred water takers in that district. Contracts have been made for ten miles of pipe to be laid in the Highlands during this year, which will include the high service that is to be supplied by means of a stand-pipe to be placed on the estate owned by the city, and known as the Old Fort.

The number of water takers on the twenty-eighth of December last was 29,610, being an increase over the previous year of 1,181. The income has been

\$553,617.42, being an increase over the previous year of \$32,611.05, and the estimated income for the ensuing year is \$600,000.

POLICE.

No department of the government is more important or more necessary in the management of the affairs of the city than the police. Its connection with the public is of such a character as at all times to be the object of the greatest solicitude. A good officer has far greater duties to perform than that of seeking out and arresting criminals, recovering stolen property, and bringing offenders to justice. He is often called upon to perform acts which are not within the powers committed to him by the laws of the Commonwealth and the ordinances of the city; and yet, frequently, matters of the most delicate and complicated character are brought to his notice in a manner that requires the most prompt and decided action, as well as a high degree of intelligence, much firmness and the strictest integrity. Ever vigilant and faithful to his trust, he should always be ready to protect persons and property; he should be diligent in preserving peace and preventing crime, and he should never be remiss in his duty in promoting order, and duly and promptly enforcing the laws. In all his bearings he should be respectful and gentle, and

he should never forget to observe the demeanor of a gentleman, and never commit any impropriety such as he has been commissioned to check in others. A good patrolman is always decent, orderly and decorous. Fortunately our city is most favorably situated in regard to this department, and possesses a police force that stands as high in reputation as that of any municipality in the world. No better evidence of this can be adduced, than the confidence which is universally conceded to it by the various communities throughout the Commonwealth, in their frequent appeals for counsel and assistance, whenever a case of individual loss occurs, or a popular outbreak is anticipated. In such instances aid has never been refused, and every possible assistance has been rendered for the enforcement of the laws of the Commonwealth and of the General Government.

The police force has been somewhat increased over that of the previous year, and yet requires to be enlarged in a small degree to relieve the patrolmen, and make their duties less onerous, and increase at the same time their efficiency. At present there are nine police districts and four hundred and thirteen men, being an allowance of one officer to about six hundred inhabitants; and these men are good and faithful officers and reliable public servants.

In the course of the year it will become necessary to divide the Highlands into two districts, and establish two stations in that part of the city. A longitudinal division of this district, by observing Shawmut Avenue as the division line, will be undoubtedly proper, as apportioning the population very evenly and giving the most convenient form to the districts. The completion of the station house at the corner of Washington and Pyncheon streets, and the erection of another near the Dorchester line, will be required without delay.

For the harbor police there will be required, as soon as the same can be built, a substantial boat-house, for the protection of the property of the city, and for the convenience of the men attached to that part of the service. For the greater efficiency of this part of the department, by rendering assistance in case of fire amongst the shipping, and for more speedy action in case of mutiny in the harbor, when wind is wanting for the sailing-vessel, or when tides and breezes are adverse, and for keeping the harbor from being closed by ice, a substantial steam tug, with proper pumps and engines, is suggested; and, it is to be hoped, that the great need of such means for the protection of the property and the interests of commerce will meet with your approbation.

It would be well for you to consider, whether it

would not be of great service to the department, to make a change in the apparatus used at the police station-houses for communicating with the central office, by substituting the Dial Telegraph,—a very simple instrument,—for the present apparatus which is now but comparatively little employed, on account of the difficulty attending its use. Some legislation seems to be absolutely necessary for empowering the police to regulate the passage of teams through the thoroughfares of the city, so as to prevent the continuous streams of vehicles that often interrupt pedestrians at the street crossings, and endanger their safety, as well as impede their progress.

During the past year about twenty thousand arrests have been made, a large amount of miscellaneous work performed, and stolen property to the amount of over one hundred and seven thousand dollars recovered and returned to the owners. This department, which takes cognizance of such matters, reports that during the past year, buildings valued at over twelve millions of dollars have been erected, and eighty-four vessels have been built at East Boston.

Judging from the general good order that has prevailed throughout the city during the past year, which has been one of more than usual business and political excitement, it would be difficult to find any municipality

where the protection of life, liberty, and property has been so well regarded, as under our present admirable and efficient system.

PUBLIC HEALTH.

The past year has been remarkably free from the usual epidemics, and no alarm has occurred in consequence of anticipated visits by malignant disease in any of its unwelcome and destructive forms. The sanitary police have faithfully performed their duties during four months of the year, and much good has resulted from their labors. The public avenues and streets of the city have been kept unusually clean, and all nuisances that have come to the knowledge of the department have been speedily abated, when within its province as laid down by the laws and ordinances. The public baths, which have been open four months of the year, and used 842,617 times during the season, have had a very beneficial effect upon the general health of the population, besides proving a great means of promoting cleanliness. The success of the experiment in Boston has incited other cities, both in this neighborhood, and also at the South and West, to make inquiries with a view of introducing similar conveniences for the benefit of their people.

The tenement building law which was enacted by the

last legislature of the Commonwealth, has had its beneficial effects ; yet, to produce the desired salutary result, it should be more strictly enforced than it has been. This is demanded, not on account of humanitarian benefits, but also as a sanitary measure for securing health and preventing disease. In some respects, the sanitary laws need amendment, and undoubtedly it will be the desire of the department to urge upon the General Court a revision of its enactments.

Much good will undoubtedly follow the introduction of the public drinking hydrants, which have been ordered by the last City Council ; and there are other conveniences of a public character which should be introduced without delay or hesitation. The city should not defer the construction of necessary sewers in unaccepted streets, but should have a comprehensive system of drainage that will be beneficial to the whole community.

It is apparent that a great necessity exists for remodelling this department. The labor and responsibility is too much for one establishment. The sanitary part of it should be placed under the direction and management of a suitable bureau, constituted with a reference to permanency, and composed of scientific and learned men, who have made its objects the study

of their lives. The opinion of practical men skilled in the science of medicine, and learned in the economic arts, should be regarded ; and the Board of Consulting Physicians should exist in reality, and not be allowed to remain as a part of the government simply to distinguish a portion of a page of the municipal register with their honorable names, and with hardly interest enough in the City Council to go through with the details of their annual election.

The street cleaning could well form a distinct department ; and then it could be conducted in the same able manner in which it now is, and without the usual impediments which sometimes arise from a seeming conflict of jurisdiction between this department and others. Much could be saved to the city, if a convenient deposit for ashes and street dirt could be had in some central place, in order to diminish the distance of teaming, and consequently the expense of extra men, horses and teams. Very especially is the consideration of this department worthy of your earliest attention.

There are, at the present time, three hundred and forty-three laborers in the employment of this department, and one hundred and fourteen horses with harnesses, all belonging to the city.

PUBLIC SCHOOLS.

In none of our institutions is there a greater interest felt by our citizens than in the public schools. Dating back to their establishment, more than two hundred and thirty-four years, we find existing always a strong desire for their advancement in usefulness. The youngest pupil can find accommodation in the schools where the first elements of education are taught; and, by advancing through the different stages of instruction, the boy can be thoroughly fitted for the university or for the counting-room, and the girl for the duties of domestic life, or for the position of teacher. Poor minors, who have to earn their subsistence by various vocations in the streets, and adults who have been deprived of early education can, if they desire, attend school under competent instructors, the former a portion of the day, and the latter during the evening. With a population of about two hundred and fifty thousand inhabitants, and a little over forty-three thousand children between five and fifteen years of age, we have for the purpose of supervision, twenty-six school districts. At present there are four high schools, known as the Latin School for boys, the English High School for boys, the High and Normal School for girls, and the Roxbury High School at the Highlands for boys and girls. There are twenty-seven grammar

schools, ten of which are for boys, nine for girls, and eight for boys and girls. There are also three hundred and three primary schools for boys and girls, two schools for licensed minors, and during the past year there have been established several schools for adults. These schools are taught by seven hundred and fifty-four teachers; eighty of whom are males, and six hundred and seventy-four are females. The average whole number of pupils belonging to the schools of all grades during the year was about 32,885. The total amount appropriated for the management of the schools for the year that will terminate on the last day of April, is \$1,013,240, being about one-seventh of the total appropriation voted by the City Council for the financial year 1868-9.

Three new grammar school-houses have been completed and two of them dedicated during the past year, and two grammar school-houses and two primary are now in progress of erection. Undoubtedly appropriations for two buildings for the Girls' High and Normal School, and for a grammar school in East Boston, will be strongly urged during the year, in consequence of the requirements of the School Committee.

The two schools for licensed minors have been more successful during the past year than previously, owing, no doubt, in a great degree to a greater stringency in

forcing the attendance of the boys to be present two hours at school during each school day throughout the year. Beneficial results are already perceived from these schools, as the boys who follow their vocations of blacking boots, selling newspapers, and pursuing other callings, feeling obliged to obtain licenses, which they cannot obtain without proper approval, are compelled to be punctual in their attendance at school.

The evening schools for adults, established last year, are very fully attended, even more so than the present accommodations will comfortably and profitably permit. Under the direction of the School Committee, more ample provisions will undoubtedly be made for this class of pupils during the year.

PUBLIC LIBRARY.

The Public Library continues on in its career of usefulness. The circulation of its books is increasing, and the attendance both in the Bates and Lower Hall, as well as in the Reading Room, grows larger. Originally designed, and continuously administered, as supplementary to the education received at our public schools, it is believed that the institution in this regard fully answers the public requirement. Its progress has been unexampled in this country, for it now contains one hundred and forty-five thousand volumes, leaving behind

it all the other libraries in the United States, except the Library of Congress, which is in itself a congeries of other libraries recently massed together ; and its success has more than justified the fostering regard of the city government. As one of the highest of the public trusts, the city cannot but be grateful to the distinguished scholars and gentlemen who overlook the extensive details of its management.

The building in which this immense mass of learning and entertainment is stored, will at no distant day require enlargement, and it is therefore desirable that the early attention of the City Council should be given to this matter, inasmuch as the addition, which will require much thought and consideration in devising plans, should be made in a manner that will be adapted to the present work, and render the whole edifice harmonious and complete. True economy requires that the plans for such a considerable outlay should be well matured.

While the general success of the library is announced as highly satisfactory, all the friends of the institution are called upon to lament the loss it has sustained in the decease of Charles C. Jewett, Esq., the learned Superintendent, and of the indefatigable scholar, William E. Jillson, Esq., the General Assistant of the library. Their loss is a calamity to

the institution, which will be severely felt by all who have been in the habit of consulting its treasures of learning.

STREETS.

Among the most important of the street improvements that have been authorized during the past year are the widening of Devonshire Street, between Milk and State streets, for making the approach to the contemplated new post-office more commodious and convenient, at an estimated cost of about \$400,000; the widening of Federal Street, between the foot of Summer Street and First Street in South Boston, at a cost by estimation of about \$250,000; the widening of Tremont Street, between Boylston Street and the Boston and Albany Railroad Bridge, at a cost of about \$500,000; the widening of High Street, between Congress and Summer streets, costing about \$70,000; the extension of Columbus Avenue from Ferdinand Street to Church Street, at a cost of about \$67,000; and the extension of Avon Place to Chauncy Street, at the estimated cost of \$80,000. A new marginal street, to be called Atlantic Avenue, extending from Rowe's Wharf across the wharves and docks to the Eastern Avenue, has been laid out, at an estimated cost (including the building of the street) of \$1,200,000.

authority for building over tide-water having been first obtained of the Legislature by an act passed on the first of June, 1867. This important avenue covers almost exactly the ancient barricado built by the early settlers of Boston about the year 1673, extending in a direct line from the old North Battery to the South Battery (or Sconce). This is probably the most important of all the street improvements that have been authorized for many years. Its importance to the city, as well as to private interests, was so fully impressed upon the public and their representatives in the City Council, that the resolve for laying it out unanimously passed both branches of government on the seventeenth of December last. It is intended that the work upon this new avenue shall be commenced immediately. To that end, the building of the street has already been authorized by the Board of Aldermen, and preliminary operations are not unlikely to be started during the present winter; while several of the owners of the property on the westerly side of the street are earnestly contemplating the advisability of at once proceeding to fill up their docks.

On the Church Street District, Marion, South Cedar, Piedmont, Shawmut, Berlin and Tennyson streets, have been widened, the work to be performed during the

time of the raising of the houses to the proper grade. Various other streets have been laid out, widened and extended, which were much needed improvements, although of less importance than those mentioned: And notwithstanding the great expenditure that will be incurred in carrying out and completing these great and unusual street improvements,—and the past year has been unparalleled in this respect,—it is nevertheless believed that they will promote the growth and prosperity of the city, and that time will show that they were wisely projected. The amounts of betterments to be assessed in consequence of these improvements have not been fully estimated, except in a few cases; yet it is believed that a considerable portion of the expense will be returned to the city treasury.

The condition of the Fort Hill improvement remains very nearly in the same condition as it did a year ago, in consequence of there being no convenient place for the deposit of the earth. The construction of the Atlantic Avenue will, however, undoubtedly furnish the desired opportunity of disposing of this large amount of soil, as its southerly end is immediately adjacent to the hill. The attention of the City Council is most earnestly called to the consideration of this important undertaking.

Oliver Street has been completed during the past

year, with the exception of the paving of the street, and it is expected that this will be accomplished early the coming year, and the cost of the work assessed on the abutters according to law.

Orders for the widening of Hanover Street and for the extension of Broadway to Albany Street passed the Board of Aldermen unanimously, and the order for Hanover Street passed the Common Council at their last meeting at the close of the year; but the order for the extension of Broadway failed to pass that body.

The City Council of the past year have transacted a large amount of business in opening and widening streets, and yet much remains to be performed that has persistently been asked for. The inhabitants of South Boston look forward to the time when they will have a better connection with the Highlands and also with the heart of the city, not forgetting the requirement made at the time when that portion of Dorchester Neck was annexed to Boston, that such streets and lanes should be laid out in their territory by the Selectmen of Boston, as should be for the common benefit of the proprietors, without any allowance whatever for damages or compensation to them. The present residents, in the main satisfied that the business connection with the city proper is sufficient, and

that the highways to the Highlands, as well as to that part of Dorchester which may hereafter be annexed to the city, will be properly provided for, are still anxious and extremely desirous that their main street, Broadway, may be extended to one of the main avenues, to accommodate the necessary travel to and from their homes, without being obliged to go over long distances, through necessarily dirty streets, almost continually encumbered with the usual impediments consequent to an active business that requires an uncommon quantity of the heaviest kind of truckage. Without question, the same demands which have failed twice, by being brought forward so near the close of the year, will be renewed for your consideration and action.

The inhabitants of the Highlands look quite anxiously for a few important improvements in the way of laying out, straightening, widening and extending their streets. Some of the main avenues, which connect the Highlands with Ward Eleven, should particularly receive the attention of the government; and among them may be enumerated Shawmut and Harrison avenues and Albany Street.

PAVING.

With the rapid growth of the city proper, and the annexation of new territory, the operations of the

Paving Department have materially increased. During the past season, 100,966 feet of edgestones have been set, 30,010 yards of roundstone have been re-paved, and 30,426 yards of new roundstone, 30,148 yards of blockstone, 30,578 yards of brick sidewalk, and 715 yards of wooden pavement, have been laid, being eighty-six per cent more of paving than was done in the year 1867.

Of important work should be particularized the paving with small granite blocks of portions of Washington, Hanover, High, Cambridge and Kneeland streets, and Broadway, also the work performed on Saratoga, Bowker, Billerica, North Margin, Messinger, Berkeley, Chapman, First, Dudley, Eustis and Quincy streets, and Warren and Mt. Pleasant avenues; and also the raising of the houses on Shawmut Avenue, between Williams and Vernon streets, to a height sufficient to afford them proper drainage, and the filling up of the lots and grading of the roadway of the street.

The attention of the government has very often been called to the necessity of adopting a more suitable pavement for the streets in the vicinity of the Court House, and other public buildings, the noise caused by the passage of vehicles over the stone pavements having been very annoying, and having frequently

seriously interfered with the transaction of business in the court rooms. During the past season, the Committee on Paving caused the easterly side of Court Square to be paved with the Stafford wooden pavement as an experiment. This has proved eminently successful, and has given so much satisfaction to the persons connected with the several courts, on account of its deadening the noise, that orders have been passed to pave the remaining portions of the streets in that vicinity with the same material. This will soon be done, and it is expected that the new pavement will prove to be noiseless.

On the annexation of Roxbury, it was found that eighty streets and forty courts, or places, in that portion of the city, bore the same names as some in the other part of Boston. It being evident that this duplication of names would cause considerable confusion and annoyance in the future, the Committee on Paving was directed to consider and report to the Board of Aldermen the alterations required in the nomenclature of the streets of Boston and Roxbury. After a very careful consideration of the subject, the committee recommended, and the Board of Aldermen adopted, changes in the names of twenty-five streets in Boston and thirty-eight in Roxbury. As the city had at that time no legal right to change the name of any private street, and

opposition being made thereto on that account, the passage of an act was obtained from the legislature giving to the city the entire control over the names of all streets, courts and places, public and private, within the city limits. The new names as adopted have been placed on the new map of the city, as well as upon sign boards at the corners of the streets.

Owing to the annexation of new territory, the acceptance of new streets, the laying out of Beacon Street, the Mill-dam road and Western Avenue as public highways, the widening of Tremont and Federal streets, and other contemplated improvements, the operations of this department during the coming season will be much more extensive than ever before. A large number of petitions for the grading and paving of streets, involving the expenditure of large sums, and which it was impossible to attend to during the last season, have been referred to the present government, and will require your attention in due time. The building of Atlantic Avenue, for which a special appropriation has also been made, has been placed in charge of this department, and will add much to the business of the coming season.

SEWERS.

The work of this department has been much greater during the past year than usual. It has been princi-

pally in the recently acquired territory of the Highlands, where the introduction of Cochituate water has made extensive sewerage imperative ; and this work has been carried on at a comparatively low cost by being performed at the same time and in conjunction with the laying of the water-pipes. For the same reason a large proportion of the work of the department will undoubtedly be in this district during the present year.

The complaints from wards Ten and Eleven in relation to the flooding of cellars by water, have been more frequent during the past year than ever before ; so much so that the health and comfort of the inhabitants of this populous and important district require that some plan should be devised and put in execution, as far as possible during the year, that will place the drainage upon a permanent basis, and prevent the intolerable nuisance that is so aggravating in some portions of the territory.

The defective drainage of the " Church Street District," to which I called the attention of the City Council in my address of last year, is in a fair way of being permanently remedied by the improvements now under way in that territory.

An act was passed by the last Legislature of the Commonwealth, empowering this city and the town of West Roxbury to alter and improve the channel of

Stony Brook, within their respective limits, and to assess betterments for any improvements in a similar manner to that provided for street widenings. Owing, however, to the lateness of the season before the matter could receive the attention of the department, no action has been taken beyond the preparation of the necessary plans. Soon after the passage of the act, a special town meeting was held in West Roxbury, at which it was voted to appropriate the sum of five thousand dollars towards the contemplated improvements, the expenditures to be made under the direction of the Selectmen, to whom the subject was referred, with full powers to act as they should see fit. In pursuance of the vote, they have caused plans of the proposed improvement to be made, and now wait the motions of our government. The town of West Roxbury can do very little of its share of the work, until the outlet to tide-water is made what it should be by the city; and, therefore, courtesy requires that our neighboring town should not be kept back by our non-performance of its part of the work.

LAMP DEPARTMENT.

The Lamp Department has grown to be one of the largest and most important of those under the city government; and is steadily and constantly increasing

with the laying out of new streets, and the erection of buildings upon others. Affording, as it does, protection to persons and property in proportion as the streets are well or badly lighted, it behooves us that it should be managed as liberally as possible, according to the means that can reasonably be afforded from the treasury.

The number of hours of lighting has been increased from about 2,800 hours to about 3,800 hours a year, while the quantity of gas consumed has been reduced from five to four feet an hour; and the amount of light may be further increased by the use of a governor, which will be introduced as soon as a sufficient supply can be obtained.

The lighting and care of the lamps have been placed under the control of the superintendent, instead of being let out by contract; and the citizens have been greatly convenienced by placing the names of the streets in the lanterns. These changes and improvements have been in operation for several months, and have met with general favor both with the committee, and with the citizens who have experienced the advantage of the benefit.

The requirements of this department will undoubtedly be greater than usual during the ensuing year, in consequence of the increased number of streets, and from the natural increase in the number of burners

which will be demanded in the Highlands, to make that portion of the city as safe for travel as the other parts that are now well lighted by night.

FIRE DEPARTMENT.

The Fire Department has proved eminently effective during the past year. Its regular force consists of three hundred and fifty-eight men, forty-five horses, fourteen steam fire-engines, ten horse hose-carriages, and four ladder carriages, with an auxiliary force of four steam engines and five horse hose-carriages. The men appear to be earnest and zealous in the discharge of their duty, and general harmony prevails in the department. The apparatus is in general in good condition; nevertheless two or more of the engines show the effects of use, and will undoubtedly have to be replaced before the close of the present municipal year. The accommodations for the men are not in all instances what they should be, and repairs and alterations will be required to render them suitable and make them conform to the generality of the buildings, which are comfortable and neat. The emulation which exists in this department is healthy, and does much to promote the zeal and efficiency which is everywhere observable among the men and officers.

The loss by fire during the year 1868 has been

unusually small, and the promptness of the department has been particularly observable throughout the whole year.

FIRE ALARM TELEGRAPH.

During the past year, the Fire Alarm Telegraph has been extended over the Highlands, the old signal boxes have been changed to the automatic boxes in East Boston, as have also twenty of the old boxes at the north part of the city. Several changes and improvements have also been made in the telegraph apparatus at the engine houses ; and yet more are necessary, as much of it has been in constant use for a large number of years, and is consequently much worn, and otherwise defective. As Boston was the first city of the world to establish the fire alarm telegraph, so should its citizens naturally have a just pride in having it keep in advance of all others in useful and necessary improvements.

PUBLIC BUILDINGS.

During the past year, there has been great activity in this department. The usual number of buildings have been completed under appropriations made in the previous year, and others have been commenced for various purposes. As the population of the city

increases, the necessary accommodation for schools, for the fire department, and for other uses, become imperative; and all these must be provided to prevent the city institutions from falling behind the demand which a constantly growing city requires. The buildings for a grammar school in Ward Seven, for another in Ward Three to take place of the old Wells School House, and a third for the Lewis School in Ward Fourteen, have been completed; as have also a building in Charter Street for primary schools, and others in Wards Two and Twelve for accommodating the fire department. The large edifice on Hawkins and Chardon streets, intended for the "Central Charity Bureau and Temporary Home for the Destitute," has been completed, and will soon be put to its appropriate use.

The following buildings have been commenced during the past year:—A first class grammar school house to be erected on the old cemetery lot near Washington Village in South Boston, which will probably be completed in September, at a cost of one hundred thousand dollars; another grammar school house in Ward Nine, for the accommodation of the Rice School, which will be finished about the same time, and at the same cost; a primary school house in Ward Seven, which will cost forty thousand dollars, and will be ready for occupation in March; a hose

house for Company 8, on Church Street, at a cost of twenty thousand dollars, and a police station house at the corner of Washington and Pyncheon streets in Ward Fifteen, costing forty-eight thousand and five hundred dollars, both to be ready for use in April. Besides these, contracts have been made for the erection of a hose house in North Grove Street; and a lot of land, on Newton Street, costing \$48,884.67 has been purchased as the site for a new normal school house, and plans for the building have been ordered, although no appropriation has as yet been made for the erection of the building. A new school house to take place of the Lyman School House in East Boston, and another station house in the Highlands to accommodate the eastern police district of that part of the city, have been loudly called for, as well as additions to the Public Library building; and some action in reference thereto may reasonably be expected to be brought forward during the year.

The work on the buildings erected the past year has been most thorough; and, although all the edifices are creditable in appearance, yet substantiality, convenience, and adaptedness to intended use have been studied more than architectural elegance.

PUBLIC INSTITUTIONS.

Boston has always been distinguished for its public and private charities. The care of the poor and destitute, as well as of those who have been transgressors, has always been one of the characteristic features of the municipal government; and in this respect the past year will compare favorably with those that have preceded it.

The several institutions at Deer Island — the Alms-house, the House of Industry, the Houses of Reformation, — one for boys, and one for girls, — have been very successfully managed during the past year, as far as the buildings would allow any classification of the inmates. One evil exists, however, which has long been a great source of regret to all concerned in the direction and management of these institutions; namely, that there is no provision whereby the honest and worthy poor can be taken care of apart from those sent to the island as a punishment for vice and crime. The attention of the City Council has repeatedly been called to this sad condition of affairs; and a blot will remain on the fair fame of our institutions, until some step shall be taken to correct this great wrong, by placing the respectable poor under another roof than that which covers those sentenced for infringement of the laws.

Much has been done at the House of Correction at South Boston, the past year, towards making it self-sustaining. A new workshop has been erected, and shoemaking has been carried on very successfully. The institution has, by the well managed industry of its inmates, very nearly earned enough to defray the cost of its maintenance.

The Hospital for the Insane, at South Boston, has been conducted most prudently and carefully during the past year, although under disadvantages that would discourage a less enthusiastic and devoted superintendent, and almost make his most ardent endeavors unavailing. Probably in no part of this country is this unfortunate class of beings—the insane poor—confined in such wretched apartments; where large numbers of these poor creatures, bereft of reason, without responsibility for their actions, and liable at any time to become ungovernable through rage and madness, are crowded together, in many instances, ten or more in a room. It is an undeniable fact, that the criminals under confinement in the public institutions of the city have far better accommodations than do these unfortunate beings. Some decisive action should be taken by the City Council for their immediate relief.

In this connection, allow me also to suggest that separate accommodations be given to inebriates. Med-

ical men and others, who have made a study of inebriation, have most decidedly come to the conclusion, that persons suffering from this error of habit require very different treatment from criminals, and should not be classed with them in reformatory institutions. It is suggested that Rainsford Island, long used for hospital purposes, and which is well provided with proper buildings, might, if obtained from the State, afford all that could be desired for the purpose. The subject is well worthy of your attention.

OVERSEERS OF THE POOR.

The department under the Overseers of the Poor appears to have been administered with care and economy upon the system which has now been in successful operation for some years. This is particularly made evident on a careful examination of the following statistics relating to it for the year ending on the twenty-third of December: The number of new cases examined in 1868 is 833, and that of new and old aided is 2,008. During the eleven months of the year 1868, there was expended for relief, by cash, \$12,762.90; for fuel, \$6,896.65; for groceries, \$12,683; paid to other cities and towns for relief of our poor, \$1,977.32; for expenditures at City Temporary Home, \$8,182.74; for burials, \$2,398.68, and

for transportation, \$83.51. The trust funds amount to \$209,420.71, to which should be added the cost of the Searston Charter House, \$29,332.46, making a total of \$238,753.17. The persons aided by settlement here were in number, 913; by settlement elsewhere in Massachusetts, 250; by no settlement, 845; making a total of 2,008 persons aided. The number of visits to persons aided, as reported by the visitors, was 4,603, and the visits to persons not aided are estimated at several hundred. The office force consists of one secretary, two clerks and three visitors. The regular and constant increase of population, as well as the extraordinary addition occasioned by the annexation of Roxbury, will sufficiently explain the nominal increase in various items. The fact that nearly five thousand visits for investigation have been made, furnishes evidence of the caution exercised in the administration of relief by the careful guardians who have been selected by the City Council to administer this charity; while the additional fact that much the larger part of these have received relief, may justly be claimed as an evidence that the system tends to discourage the undeserving, while it does not deprive the needy of merited assistance. No system of public charity, however administered, under the limitations of a prescribed system, can meet all the duties of imperfect legal

obligation which the law of divine charity imposes, and it is hoped that the combination of public and private charities contemplated by the Charity Bureau may tend to lessen this difficulty.

The new building on Chardon Street, designed for the concentration of the charitable agencies of the city, is very nearly completed, and already rooms have been assigned to various benevolent and philanthropic associations, and it is hoped that the experiment will soon be in successful operation. It should be understood, however, that a large part of the edifice, or rather one of the two adjoining buildings, is designed for the Temporary Home heretofore situated on Charles Street. The Home was instituted on the first of May, 1862, for the purpose of affording such temporary shelter and food for the needy, while endeavoring to procure employment, or find friends to provide for them otherwise, as their immediate necessities would require.

The following general statistics of the operation of the Home during the past year may prove instructive ; and it will be noticed that the number of single meals given has largely increased, notwithstanding the public dispensation of soup at the police station houses during the months of February and March ; and it should be understood, that while it is designed that meals should be furnished on proper occasions and to deserving

persons, it is not intended that they should be given to all applicants without discrimination, as will be done at the soup houses just instituted for the deserving of all classes during the months of January and February of the present municipal year.

The total number of persons admitted to the Home during the year ending on the first of December, 1868, is 1,039; of these, 157 were Americans, 586 were foreigners, and 296 were children under twelve years of age. The number of children adopted was 16. Situations have been procured for 30 nurses and 143 domestics. The number of single meals amounted to 9,429; 45 lost children were brought in, and only five deaths occurred during the year, and seventy since the establishment of the Home, in 1862. The number of births were seventeen. The force conducting the Home consisted of a matron, assistant matron, janitor, cook, and laundress.

STATE AID.

The acts of the legislature of 1866 and 1867 provide that State aid shall be paid to disabled soldiers and sailors, and their families, and to the families of those killed in battle, or who have died of wounds or disease contracted in service. Under the provisions of these acts, there has been expended by the city the past year about \$106,000, which sum is reimbursable

from the treasury of the State. This payment is founded upon the services in the army and navy of 1,617 persons. Of this number, seven hundred and seventy-one are disabled soldiers and sailors, many of them severely wounded, ninety having lost limbs in service, others suffering from disease contracted in the army. Aid has been extended to the dependents of the others as follows, viz: to five hundred and three widows and their children, two hundred and seventeen mothers, twelve fathers, and to one hundred and fourteen guardians for orphan children. Payments are made monthly at the Relief Office to these parties in sums from one to fourteen dollars, under the directions of the Relief Committee appointed by the City Council. The amount required to make the payments for the year 1869 will be about one hundred thousand dollars.

CITY HOSPITAL.

The City Hospital, during the year just past, has continued its usefulness, by affording medical and surgical aid to a large number of persons. The number of patients in the hospital on the first of January, 1868, was 141, and there were admitted during the year, 2,078, making in all, 2,219. During the year 1868, 1,875 were discharged and 163 died, leaving 181

remaining in the hospital on the first of January, 1869. In addition to the above, 8,235 persons have been treated as out-patients. During the first quarter of the year, the hospital was filled to its utmost capacity, on many occasions every bed being occupied. At that time but few persons from the Highlands had availed themselves of its benefits; and, as the number of applicants from that section is rapidly increasing, and the calls from other portions of the city largely in advance of any previous year, it is feared that the present accommodations will prove insufficient to satisfy the demand during the winter. Therefore, in this view, it is for the City Council to decide, whether the institution shall be thus limited in its sphere of usefulness, or whether it shall keep pace with the growth of the city, by the erection of additional pavilions.

CHURCH STREET DISTRICT.

On the ninth of May last, the City Council, acting under special authority given by the legislature, took the land and buildings included within the Church Street District, covering an area of about thirteen acres, for the purpose of abating the nuisance caused by imperfect drainage. Orders were passed on the 22d of May for the appointment of Commissioners with authority to make contracts, under the direction of a

Committee of the City Council, and with the approval of the Mayor, for raising the grade of the territory, and raising and underpinning the buildings, at an expense not exceeding \$650,000. Three Commissioners were appointed early in June, and operations were commenced without delay. At the present time, three-fourths of the entire work of raising and underpinning the buildings has been put under contract and nearly completed. Of the estimated amount of gravel required to raise the territory to the new grade (160,000 cubic yards), about half has been already deposited.

The work has been prosecuted by the Committee and the Commissioners with more than common energy; and the comfort and convenience of owners and occupants of the district have been consulted as far as practicable. It is probable that the work will be completed by the first of October next, and within the amount specified in the order of the City Council.

On the twenty-fourth of November last, an order was passed authorizing the Commissioners, under the direction of the Committee, and with the approval of the Mayor, to settle and adjust damages with the former owners, upon such terms and conditions as they should deem expedient; and, in making such settlements, the Mayor was authorized to re-convey the estates

taken, or any parts thereof. On those streets where the work of raising the buildings and the grade has been completed, settlements are being made with the former owners as rapidly as possible. Where the streets have been widened, a proportion of the benefit is assessed upon the abutting estates before they are re-conveyed.

SUFFOLK STREET DISTRICT.

By an act of the last legislature, the city is authorized to take in the same manner and for the same purpose that they were authorized to take the Church Street District, all the lands and buildings, not within the limits of the Boston and Albany Railroad, situated and lying within the district bounded on the northeast by Pleasant Street, on the east by Washington Street, on the south by Dover Street, and on the west and northwest by Tremont Street. This district covers an area of about thirty-one acres, and is occupied by seven hundred and forty-nine buildings and twelve hundred and eighty-eight families. A committee appointed by the last City Council to consider the subject, reported in favor of making the necessary surveys preliminary to the act of taking. The surveys and examination of titles were ordered and are now being made. It is for the City Council to decide how the nuisance caused by the imperfect drainage shall be most effectively and

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economically abated, and to the early consideration of this subject your attention is most earnestly called. In order to accomplish the grading of the portion of Tremont Street lying between Pleasant Street and the railroad bridge, some immediate action should be taken in relation to raising that part of the district bounding the street to be graded.

STATE LEGISLATION.

In the judgment of the last City Council the growth of the city had developed the necessity for additional legislation on certain subjects ; and, at their request, I have petitioned the General Court for the present year to enact laws giving the Board of Health authority to control the erection of public and private stables within the City of Boston ; authorizing the City Council to construct a public way across South Bay, and also to extend East Chester Park across Roxbury Creek ; to provide against the erection of unsafe buildings ; to regulate more efficiently the manufacture and storage of petroleum ; and to change the boundary line between this city and the town of Brookline. All these subjects are important, and some of them highly so ; and, if the Legislature should take favorable action upon them, your attention will be required to carry them into effect.

A Commission has been appointed, under an order of

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the last City Council, to consider the subject of the annexation of a portion or the whole of the town of Dorchester to the City of Boston, and report to this Government, as soon as may be, the facts which may be adduced by proper investigation. The annexation of this territory would prove highly beneficial to the sanitary interests of the city, and afford great conveniences for sewerage and drainage, of which the city stands in much need.

CEMETERIES.

The cemeteries are under the charge of the standing committee of the Board of Aldermen, and of the City Registrar. There are nine in the city proper (four of them being under churches); two in East Boston; two in South Boston; and two in the Highlands. No interments in graves are allowed in any of these, except in South Boston and East Boston. With one exception, they all appear to be at present in good condition; all are well cared for, and offer considerable attraction to visitors, when in the summer months they are opened to the public for a few hours on each Sunday afternoon. The range of tombs in the cemetery at the south part of the common, which were built by the city, and given in exchange for those relinquished by their owners, to allow of the opening of the Boylston Street

Mall, have become much injured by the action of the frost, and will require thorough repairs during the coming spring. As these tombs were built by the city, the owners claim, that in justice the city should remedy the defect of construction.

Mount Hope Cemetery, in West Roxbury, purchased by the city in 1857, has continually grown in public favor, and has become an object of interest, not only to our own citizens, but to visitors from abroad. Its management seems to have been wise and judicious, and the expenditures made with discrimination, and a view to economy. The grounds are well laid out, and are becoming as attractive as any of the other suburban cemeteries. As this cemetery is fast increasing in popularity, the city should continue its fostering care, and not neglect what has been commenced for the benefit of the community, and ornamented so largely by private munificence as well as by public appropriations.

HARBOR.

The City Council is always interested in the preservation of Boston Harbor; and it is with much pleasure that the most casual observer can detect, that the efforts of the general government, and of the commonwealth, are proving of great effect in checking the encroachments which have for ages been made upon the channels

of our excellent harbor. The work under Major-General J. G. Foster has been carried on with much energy and success, as has also that on the sea-walls under the direction of Major-General H. W. Benham.

The works of improvement by the general government in this harbor, have made very satisfactory progress during the past year, and in some cases they have been of particularly marked value to the navigation of the ship channel.

The southwest point of Lovell's Island has been dredged off, widening the channel-way, from its former width of three hundred and sixty-five feet between the eighteen-foot curve of Gallop's Island and the eighteen-foot curve on the Lovell's Island side, to six hundred and twenty-five feet between the same curves, or an actual widening of the channel, for a depth of eighteen feet, of two hundred and sixty feet. About 92,000 cubic yards have been dredged and removed to the dumping ground, during the past year. The whole of the area thus dredged over is to be carried to a depth of twenty-three feet at mean low-water, as soon as the appropriation asked for this year, is made by Congress. A large and powerful machine of novel construction is now in the harbor ready for this work, being the only one at present available for dredging at so great a depth, in

hard material, and at the same time leaving the bottom of an uniform level. The portion of this point thus dredged, and removed from the narrowest part of the narrows in the main channel, has already caused an increase in the current and column of the ebb-tide which will prevent any further accumulation of debris at this point, after being once removed.

Upon the opposite side of the channel, at this point, a large and excellent sea-wall of granite masonry has been commenced, for the purpose of protecting this exposed side of Gallop's Island from the encroachments of the waves that come in from Broad Sound Channel, which have worn away the island to a large extent. The City of Boston presented to the United States the site of this wall, and the use of the temporary buildings necessary for the use of the workmen. Three hundred and fifty feet of this wall have been constructed this season, and it will be completed as fast as funds become available.

The sea-walls for the protection of Point Allerton, and of Long Island Head, will be commenced as soon as proper titles can be obtained to their sites.

The removal of Tower and Corwin Rocks, by blasting, to the depth of twenty-three feet at mean low-water, has been one of the greatest improvements to the navigation of the channel by heavy vessels, that have

been made for many years. These rocks, situated near the middle of the channel between the Great Brewster Spit Light and Fort Warren, and having only sixteen and eighteen feet of water upon them, were serious obstructions to navigation; and an examination of the rocks, by divers, disclosed the fact that their crevices were filled by copper and lead torn from the bottoms of vessels, also pieces of chains, anchors, planks, and portions of the keel of a vessel, — thus indicating that many vessels must, in past times, have struck upon it. About 1,200 tons of rock have been blasted off, the greater part hoisted up, and deposited on shore. The channel at this point is now clear, and all vessels drawing twenty-three feet of water can now pass in safety, at low tide, directly over these rocks.

The dredging of the upper middle bar will be commenced at once, as the large dredge built for this purpose has arrived in the harbor, and workmen are now putting it in order for the work.

In this connection it is proper to state, that a nuisance, which existed in the neighborhood of Messinger Street, has been temporarily abated by dredging. A permanent relief, however, can only be effected by the building of a sea-wall, in accordance with plans that have already been devised.

EAST BOSTON FERRIES.

The matter of the accommodations for travel and business between East Boston and the city proper has continued during the year to demand the most careful and anxious consideration of the City Government. The subject is an inheritance of difficulties, and is becoming year by year more complex, and at the same time more and more vital to the best interests of the city. The demands of commerce for increased wharfage, of our numerous railways for more extended freight accommodations and connections, of heavy mechanical industry for locations near and easily accessible to the business centre of the city, and of the laboring classes for cheap and salubrious homes within the limits of the city, and so accessible to the benefits of the social, humanitarian, charitable, and educational privileges which the city affords, all serve to make the subject of communications between the different parts of the city, of the greatest practical importance. The restrictions that existed upon the landings of the People's Ferry, so called, have been removed, and the present ferry company have for a short time been running two boats between these landings, — yet, under a claim that their tariff of tolls should be revised and raised, or the amount of ferry accommodation materially reduced. Numerous and influential remonstrants have appeared

from both sides of the water, and protested against any increase of tolls, or reduction of accommodation, as highly prejudicial to the interests of commerce, and tending to impoverish the city. The able Committee on Ferries of the past year have given patient hearings to the parties interested on all sides, and have not been able to mature any plan of relief which should be at the same time beneficial to the citizen and just to the city. And yet it is apparent that some controlling decisive action on the part of the City Government may soon be necessary to prevent this burden from becoming too oppressive, and too much of a restraint upon the natural development of our important interests. What this action shall be, will, I have reason to believe, require the early consideration of the City Council.

It is a question of doubt, whether it is within the constitutional power of the city to pay a subsidy to the present Ferry Company if desirable, in order to enable them to run their boats at the present rate of tolls, and so ensure to them the percentage contemplated by their charter. Some action of the legislature might be required for this purpose, if it should be thought expedient,—and if any action should be invoked by any considerable number of our business men in this direction, it will become a serious inquiry for your bodies, whether the payment of such a subsidy will, after all,

result in any substantial relief to the citizens or the city, and whether the payment of such annual subsidies could not be at once an unnecessarily expensive and quite impolitic way of solving the difficulty.

A very large area of superior upland and wharfage upon our deepest water remains unoccupied in that portion of the city, returning to the City Treasury a merely nominal sum in the way of taxes, and adding nothing to the wealth, industry or population of the city; and it is the mature opinion of some of our wisest business-men, that if it were possible by any reasonable means to make the communications between East Boston and the city proper at once certain and cheap, that all this area would be occupied by an increasing wealth, and with commerce and labor, that would yield to the Treasury a return more than sufficient to meet all expenditures demanded for its accomplishment. But to effect this will require the adoption of comprehensive and summary measures by the city, looking to the largest public policy.

I submit it for your consideration whether, as all other lines of travel in and around the city except this, have now become free and open to the public, some means ought not now to be taken by which the city can assume the full control of these avenues of travel, and take them out of the category of fear, uncertainty and

suspicious bickering, and so manage and govern them, that the merchant may feel security in locating his capital, his wharf, his warehouse, and his industry, in this as in any other part of the city. If that portion of the city to be specially relieved by such a measure, could be made to assume a portion of the cost, and the city be left to manage and guide these communications as the interests of our merchants and mechanics should from time to time require, I submit to you whether action looking to the speedy accomplishment of that end is not in the highest degree the only safe, prudent, and economical policy.

The very large interests which are involved in this matter will lead you to weigh with great anxiety any proposals that may be submitted to you, and to adopt the course which will best subserve the public good.

ANNEXATION OF ROXBURY.

The annexation of the Highlands brought with it much labor to the various departments of the city government; but everything seems to have gone on well, and proved highly satisfactory, even to the opposers of the measure, as well as to its most ardent advocates. Much has been done to assimilate all matters relating to the old City of Roxbury to those of Boston; and there seems to have been a

general desire on the part of the inhabitants of the new part of the city to accomplish the much desired end. The schools have been placed practically on the same basis as those of the city proper, if such an expression can be allowed; and the disturbance of the streets, for the purpose of constructing sewers, laying water pipes, setting edge-stones, and paving streets and sidewalks, indicates that the work has commenced in earnest. It is highly important that this delightful portion of the city, so desirable for residences, should be thoroughly surveyed and laid out prospectively into streets and avenues, with the proper public squares; so that when the vacant territory shall be demanded for building purposes, the streets may be of suitable widths, and of pleasing regularity. A little forethought in this respect may avert an evil, of which all are ever ready to complain when the City Council is compelled to straighten and widen the old streets, and extend and grade many of the crooked ways, originally laid out as tracks throughout the old valleys and bogs of our ancient municipality.

And now, Gentlemen, having given a passing review of the most important of the several departments of the city government which during the year are to be under

our guardianship, allow me to call your attention to the importance of the trusts we have this day taken upon ourselves, under the most sacred and binding of all obligations, — our solemn oaths, which we have called our Heavenly Father to witness. Let nothing induce us, ever in the least degree, to violate them ourselves, or suffer them to be impaired by others. Ever mindful of our duties to our fellow-citizens, let us not be forgetful of their interests, and that of our beloved city. Let no effort of ours ever be wanting when the good of the city requires it. With firm resolves, let us never be drawn from the true line of our duty. Let the interests of those who have intrusted us with the management of their affairs, be ever uppermost in our minds, that we may be always ready to cherish and advance them. Let all our acts prove that we have the welfare of our fellow-citizens at heart; and while we strive most manfully to conduct the prudential affairs of the city judiciously, and with a view to the strictest economy in all things, let us also keep in view our great and sacred obligations, and the heavy responsibilities intrusted to us by our constituents. To each other, let our demeanor be always courteous and kind; and let our intercourse be harmonious and tempered with confidence. On my part you shall have no just cause for complaint. It shall ever be my endeavor to make

your official positions pleasant, your labors easy, and your intercourse with me agreeable. Whatever I can do, you will find me ever willing to perform ; and it shall always be the most earnest desire of my heart, during the short time we may be permitted to be together, to join most earnestly with you in the promotion of all things that may render you happy and our beloved city prosperous.

APPENDIX.

REPORT OF COMMITTEE ON THE REDUCTION OF THE CITY DEBT.

CITY OF BOSTON.

In Common Council, Thursday, Dec. 31, 1868.

The Committee on the Reduction of the City Debt, for the year 1868, have the honor to

REPORT:

That the following exhibit, made up from the books of the Treasurer and Auditor of Accounts, presents the indebtedness of the city, at the close of business, December 31, 1868:

At the commencement of the present financial

year, May 1, 1868, we find that the consolidated *funded* debt on that date, as will be seen by the Auditor of Accounts' printed

Report, No. 56, p. 179, was . . . \$14,011,656 91

Amount carried forward . . . \$14,011,656 91

<i>Amount brought forward</i>	\$14,011,656 91
Since that time, loans have been negotiated on various orders of the City Council, to the amount of	2,738,000 00
Making total <i>funded</i> debt of	\$16,749,656 91
Deducting from this amount all the debt which has become due and been paid this finan- cial year	232,807 00
We have left a <i>funded</i> debt, December 31, 1868,	\$16,516,849 91
To which add for loans author- ized but not negotiated	\$1,679,000 00
To which is to be added the amount advanced on account of Oliver Street loans	232,652 84
Making a total <i>funded</i> and <i>unfunded</i> debt, De- cember 31, 1868, of	\$18,428,502 75

This debt the Auditor of Accounts classifies as follows:

Water debt (net cost of works)	\$8,917,702 55
City of Boston Debt, proper	6,679,801 20
" " " War Debt	*1,915,500 00
Roxbury Debt	915,499 00
	\$18,428,502 75

* Outstanding war loans. The real debt incurred by the Southern war is amount of expenses over receipts on the same account, viz: \$2,423,258.27.

Total debt, December 31, 1868	.	.	.	\$18,428,502	75
" " " 1867	.	.	.	13,645,336	24
Increase of the debt in 1868	.	.	.	<u>\$4,783,166</u>	<u>51</u>

Which increase of debt is accounted for as follows:

Water Debt, Dec. 31, 1868	.	\$8,917,702	55
" " " 1867	.	7,611,709	14
Increase of the Water Debt, in 1868	.	.	\$1,305,993 41
City of Boston Debt, proper,			
December 31, 1868	.	\$6,679,801	20
City of Boston Debt, proper,			
December 31, 1867	.	4,128,127	10
Increase of City of Boston Debt, proper, in 1868,			\$2,551,674 10
War Debt, Dec. 31, 1868	.	\$1,915,500	00
" " " 1867	.	1,905,500	00
Increase of War Debt in 1868	.	.	10,000 00

(This apparent increase of War Loans is in consequence of error of statement in last year's report, of amount of loans redeemed in 1867, the amount redeemed being \$91,000.00, instead of \$101,000.00, as stated. There has been no real increase on this account.)

Add Roxbury Debt assumed by the act of annexation, which was not enumerated in the Annual Report of the Committee on the Reduction of the City Debt of last year, viz: (less \$75,957, paid since annexation)	.	.	915,499 00
Net increase of the debt as stated above	.	.	<u>\$4,783,166 51</u>

MEANS OF PAYING OFF THE DEBT.

The books of the Treasurer, and Auditor of Accounts, show that the means for paying the debt of the city, consist of the following items, all of which are by ordinance specially appropriated for that object, viz :

Cash balance in the City Treasury, May 1, 1868, to the credit of the Committee on the Reduction of the City Debt, and six per cent currency bonds of the City of Boston, held by the Treasurer, belonging to said committee, as stated in the Auditor of Accounts printed report, No. 56, page 160	\$4,762,299 59
Cash received since that date, being payments made into the City Treasury on bonds and mortgages on public lands	140,476 10
Cash received from sales and rents of public lands not included in above item	10,963 73
Cash received from the annual city tax for 1868, being the amount appropriated by the City Council for this object, as required by ordinance on finance	417,000 00
	<hr/>
	\$5,330,739 42
<i>Deduct</i> payments on debt since May 1, 1868,	232,807 00
	<hr/>
	\$5,097,932 42
<i>Add</i> bonds and mortgages on public lands now in the City Treasury, all of which are considered good	520,377 33
	<hr/>
Total means on hand for the redemption of the debt, December 31, 1868	5,618,309 75
	<hr/> <hr/>

THE DEBT AND MEANS OF PAYING IT OFF.

The consolidated debt of the city, *funded* and
unfunded, December 31, 1868, amounts to
 \$18,428,502 75

Less the means on hand for
 paying the same, Decem-
 ber 31, 1868 5,618,309 75

Net debt, December 31, 1868 . . \$12,810,193 00

The consolidated debt of the city, *funded* and
unfunded, December 31, 1867, amounted to
 \$13,645,336 24

Less the means on hand for
 paying the same, Decem-
 ber 31, 1867 4,699,280 73

Net debt, December 31, 1867 . . 8,946,055 51

Net increase of the debt during 1868 . . \$3,864,137 49

The preceding statement shows that the *gross* debt during the year 1868 increased \$4,783,166.51, and that the means for the redemption of the debt increased \$919,029.02; and that the *net* increase of the debt was \$3,864,137.49.

Respectfully submitted,

NATHANIEL B. SHURTLEFF,
Mayor.

CHAS. H. ALLEN,
President of the Common Council.

CHAS. R. TRAIN,
Chairman Com. on Finance on the part of the Common Council.

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